

# Public Health Surveillance

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# VDH Office of Epidemiology



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# Objectives of Lecture

- Key concepts of surveillance
  - Definition
  - Uses
  - Methods
- Public health surveillance systems
- Use and evaluation of surveillance systems

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## What comes to mind when you hear 'surveillance'?

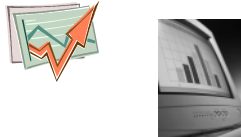
- Law enforcement agencies
- CIA



- Routine data collection

- Statistics

- Trends



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## Definition of PH Surveillance

- The ongoing systematic collection, analysis, and interpretation of outcome-specific data for use in the planning, implementation, and evaluation of public health practice.
- Includes data collection, analysis, and dissemination to those responsible for prevention and control.

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## What Surveillance Is

- Systematic, ongoing...

- Collection
- Analysis
- Interpretation
- Dissemination

- ...of health outcome data



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### Surveillance History in U.S.

- 1741 – Rhode Island passed an act requiring tavern keepers to report contagious disease
- 1850 – Mortality statistics first published by the federal government for the U.S.
- 1874 – Massachusetts instituted weekly reporting of diseases by physicians
- 1878 – Public Health Service (PHS)-type organization created to collect morbidity data for use in quarantine for cholera, smallpox, plague, yellow fever.

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### Surveillance History in U.S.

- 1901 – All states required disease reporting.
- 1925 – All states began participating in national morbidity reporting
- 1935 – First national health survey
- 1951 – Council of State and Territorial Epidemiologists (CSTE) authorized to determine diseases to be reported to PHS
- 1961 – Morbidity and Mortality Weekly Report (MMWR) published **MMWR**

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### Legal Authority for Surveillance

- Legal authority for mandatory public health surveillance resides with states
- Virginia Code
  - 32.1-35 – BOH shall promulgate a list of diseases required to be reported.
  - 32.1-36 – Physicians and laboratories shall report.
  - 32.1-37 – Medical care facilities, schools and summer camps shall report.
  - 32.1-39 – BOH shall provide for surveillance & investigation.

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## Purpose of Surveillance

- To assess public health status, to define public health priorities, to evaluate programs, and to stimulate research.
  - Tells us where the problems are, who is affected, and where the programmatic and prevention activities should be directed.

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## How can surveillance data be used?

- Estimates of a health problem
- Natural history of disease
- Detection of epidemics
- Distribution and spread of a health event
- Hypothesis testing
- Evaluating control and prevention measures
- Monitoring change
- Detecting changes in health practice
- Facilitate planning

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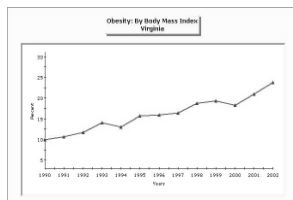
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## Uses of Surveillance Data Estimates of a Health Problem

- Quantitative estimates of the magnitude of a health problem
  - including sudden or long-term changes in trends, patterns



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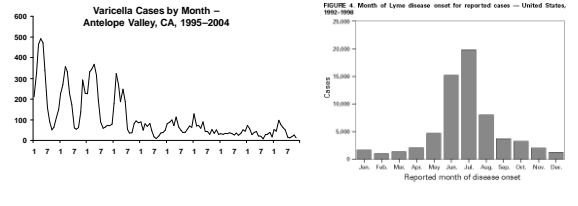
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## Uses of Surveillance Data Natural History of Disease

- Portrayal of the natural history of disease (clinical spectrum, epidemiology)




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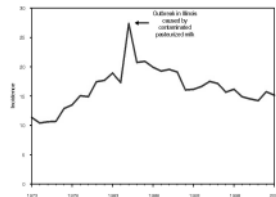
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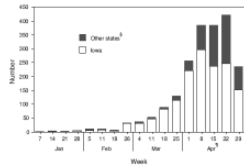
## Uses of Surveillance Data Detection of Epidemics

**SALMONELLOSIS Incidence,\* by year United States, 1973-2003**



\*Per 100,000 population  
Slide from CDC 2003 Annual Summary

**FIGURE 3. Number<sup>a</sup> of reported mumps cases linked to multistate outbreak, by week of onset<sup>b</sup> - United States, January 1 - May 2, 2006**



<sup>a</sup>n = 2,073.  
<sup>b</sup>Week of symptom onset for 1,980 (95%) cases, week of laboratory diagnosis for 131 (6%), week of report for 50 (2%), week of diagnosis for 11 (1%), and category unknown for one (0%).  
<sup>c</sup>Colorado, Illinois, Kansas, Minnesota, Mississippi, Missouri, Nebraska, Pennsylvania, South Dakota, and Wisconsin.  
<sup>d</sup>Data for April are preliminary.

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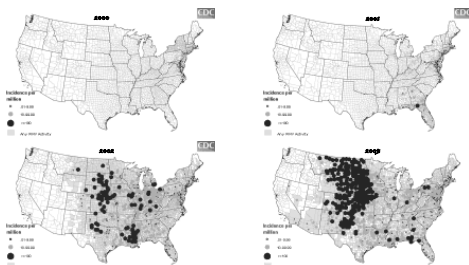
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## Uses of Surveillance Data Distribution & Spread of a Health Event

- West Nile Virus in the US, 2000-2003




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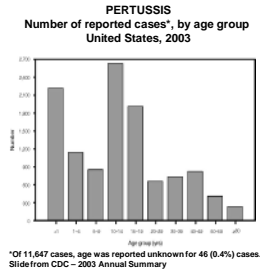
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## Use of Surveillance Data Hypothesis Testing

- Facilitation of epidemiologic and laboratory research
  - Hypothesis testing




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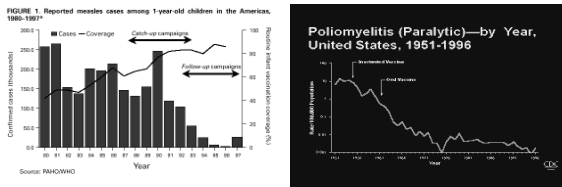
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## Uses of Surveillance Data Evaluating control & prevention measures

Effectiveness of vaccine introduction




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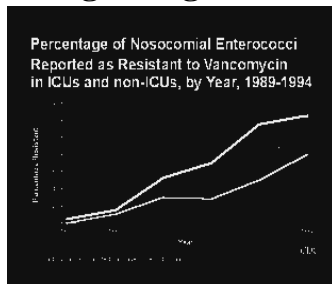
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## Uses of Surveillance Data Monitoring changes

- Monitoring changes in infectious agents and host factors



National Nosocomial Infections Surveillance System

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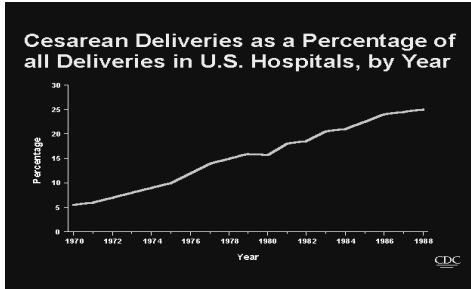
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## Uses of Surveillance Data Detecting Changes in Health Practice



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## Uses of Surveillance Data Facilitate Planning

- Identify target populations in need of health services
  - Refugee populations
  - Morbidity surveillance in emergency shelters
- Identify health topics to be addressed by educational programs and media

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## Outcomes

- Surveillance is outcome oriented
- Can measure frequency of an illness or injury, severity of the condition, and impact of the condition.
- Number of cases, incidence, prevalence; case fatality, hospitalization rate, mortality, disability; cost.
- Orient data by person, place, and time.

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## Planning a Surveillance System

- Establish objectives
- Develop case definitions
- Determine data source or data collection mechanism
- Field test methods
- Develop and test analytic approach
- Develop dissemination mechanism
- Assure use of analysis and interpretation

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## What Should be Under Surveillance?

- Establish priorities based on:
  - Frequency (incid., prev., mortality, YPLL)
  - Severity (case-fatality, hospitalization rate, disability rate)
  - Cost (direct and indirect)
  - Preventability
  - Communicability
  - Public interest
  - Will the data be useful for public health action?

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## Surveillance Methods Case Definition

- Case definition
  - Important to clearly define condition
  - Ensures same criteria are used by all
  - Makes the data more comparable
  - Include person, place, time
  - May define suspected and confirmed cases
  - May include symptoms, lab values, time period, population as appropriate

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## Case Definition Examples

- Weak Definition - Measles
  - Any person with a rash and fever, runny nose, or conjunctivitis
- Better Definition - Measles
  - Any person with a fever >101 F, runny nose, conjunctivitis, red blotchy rash for at least 3 days, and laboratory confirmation of IgM antibodies
- Clinical, Probable, Confirmed Case Definitions
- Outbreak Case Definition
  - Differs from routine surveillance
  - Epidemiologically linked

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## Surveillance Methods Data Collection

- Data collection
  - Standardized instruments, field tested
- Passive Surveillance
  - Providers are responsible for reporting.
  - Health dept. waits to receive reports.
  - Problem with underreporting
- Active Surveillance
  - Providers contacted on regular basis to collect information
  - More resource intensive
  - Used for outbreaks or pilots (e.g., HUS)




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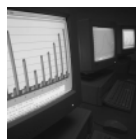
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## Surveillance Methods Data Analysis

- Ongoing review
- Descriptive statistics, Multivariate analyses
- Automated analyses

Disease	Number of cases




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## Surveillance Methods Interpretation and Dissemination

- Presentation of data in the form of tables, graphs, maps, etc.
- Disseminate data via reports, presentations, internet, etc.



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## Surveillance Methods Evaluation

- Did the system generate needed answers to problems?
- Was the information timely?
- Was it useful for planners, researchers, etc?
- How was the information used?
- Was it worth the effort?
- What can be done to make it better?
- (More on evaluation later).

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## Cycle of Surveillance

- Data Collection
  - Pertinent, regular, frequent, timely
- Consolidation and Interpretation
  - Orderly, descriptive, evaluative, timely
- Dissemination
  - Prompt, to all who need to know (data providers and action takers)
- Action to Control and Prevent
- Evaluation

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## Data Sources

- Vital Statistics
- Notifiable Diseases
- Registries
- Sentinel Surveillance
- Syndromic Surveillance
- Surveys
- Administrative Data

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## Data Sources: Vital Statistics

- Live Births
- Deaths
- Fetal Deaths
- Marriages
- Divorces
- Induced Terminations of Pregnancy
- Infant Mortality (link birth and death data)

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### Virginia Birth Certificate

VBI 1-183      COMMONWEALTH OF VIRGINIA-CERTIFICATE OF LIVE BIRTH  
 (DEPARTMENT OF HEALTH/DEPARTMENT OF VITAL RECORDS)  
 REVISION 01/15

DATE OF BIRTH		REGISTRATION FILED		CERTIFICATE NUMBER		STATE BIRTH NUMBER	
						145-	
1. FULL NAME OF CHILD		2. DATE AND TIME OF BIRTH		3. THIS BIRTH		4. F. BIRTH	
				FIRST		MIDDLE	
5. SEX OF CHILD		6. PLACE OF BIRTH		7. COUNTY OF BIRTH		8. F. BIRTH	
						PLACE	
9. CITY OR TOWN OF BIRTH		10. STATE (OUT FOREIGN COUNTRY OF BIRTH)		11. COUNTY OF RESIDENCE (if independent, was born)		12. CITY OR TOWN OF RESIDENCE	
13. FULL NAME OF MOTHER		14. FULL NAME OF FATHER		15. AGE OF MOTHER		16. NUMBER OF BIRTHS (was a single birth)	
17. SIGNATURE OF MOTHER		18. SIGNATURE OF FATHER		19. SIGNATURE OF REGISTRAR		20. SIGNATURE OF WITNESS	
21. SIGNATURE OF REGISTRAR		22. SIGNATURE OF WITNESS		23. SIGNATURE OF ATTENDANT		24. SIGNATURE OF ATTENDANT	

I request a Social Security card for this child. \_\_\_\_\_  
 Social Security cards are issued by the Social Security Administration and may take 2-4 months for receipt. \_\_\_\_\_

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## Vital Records: Coding and Calculating

- ICD-9 historically, now ICD-10
- Infant mortality - need number of live births for denominator in calculating rates
- Other death rates - use total population in rate calculations.
- Crude and adjusted (standardized) rates used.

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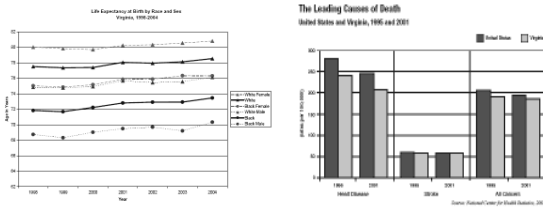
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## Vital Statistics Data




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## Quality of Vital Stats Depends on

- Care taken by health care providers in ascertaining cause of death and other factors
- Accuracy of coding (difficult for injuries)
- Relevance of existing codes for the condition being recorded
- Accuracy of population estimates
- Problems - don't know onset, can't see effect of diseases that don't lead to death

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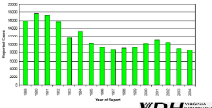
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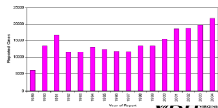
## STD and HIV Trends

Virginia Gonorrhea Cases  
by Year of Report



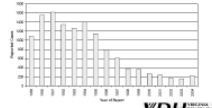
**VDH**  
VIRGINIA DEPARTMENT OF HEALTH  
1000 COMMONWEALTH AVENUE, SUITE 200  
RICHMOND, VA 23298

Virginia Chlamydia Cases  
by Year of Report



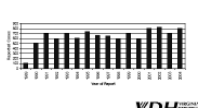
**VDH**  
VIRGINIA DEPARTMENT OF HEALTH  
1000 COMMONWEALTH AVENUE, SUITE 200  
RICHMOND, VA 23298

Virginia Total Early Syphilis Cases  
by Year of Report



**VDH**  
VIRGINIA DEPARTMENT OF HEALTH  
1000 COMMONWEALTH AVENUE, SUITE 200  
RICHMOND, VA 23298

Virginia HIV Cases\*  
by Year of Report



**VDH**  
VIRGINIA DEPARTMENT OF HEALTH  
1000 COMMONWEALTH AVENUE, SUITE 200  
RICHMOND, VA 23298

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## Limitations of Disease Reporting

- Underreporting
  - Reporting better for more serious diseases and those for which there is laboratory confirmation
  - Need to seek medical consultation to be diagnosed and then reported
- Lack of representativeness of reported cases
- Inconsistent case definitions

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## Reasons for Not Reporting

- Assume someone else reported.
- Did not know reporting was required; don't have a copy of the reportable disease list.
- Do not know how to report; don't have form or telephone number.
- Concern about confidentiality and doctor-patient relationship.
- No incentive to report. Time-consuming. Unaware of value.

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## How to Improve Reporting

- Contact physicians in the community
  - Tell them the health department is very interested in morbidity reporting
- Maintain a reasonable list of reportable diseases
- Maximize contact through presentations, mailings, newsletters, media, etc.
- Use the data

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## Nonetheless...

- The best system we have for communicable disease morbidity
- Information available quickly and from all jurisdictions
- Can detect outbreaks / changes in incidence
- Allows disease control measures to be implemented

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## Data Source: Registries

- Information from multiple sources is linked for each individual over time.
  - Diverse sources of information. E.g., hospitals (sometimes >1), pathology, death certificates.
- Used for cancer, congenital anomalies, trauma, etc.
- Most are passive but resource intensive.
- More lag in data availability due to complexity of data collection process.

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## Populations Covered by Registries

- Hospital-based
- Population-based
- Exposure registries
  - World Trade Center Health Registry
  - Three Mile Island

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## Example: Virginia Cancer Registry

- Methods prescribed by ACOS, NAACCR, Virginia regulations, CDC.
- Hospital registries are main source of data.
- Voluntary reporting, 1970-1989
- Mandatory reporting, 1990-present
- Demographic, geographic, clinical data
- Annual merge with vital records for survival information.

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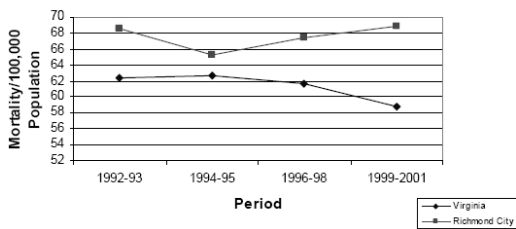
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## Registry Data

Trends in Lung Cancer Mortality, Virginia vs. Richmond City  
HD:1992-2001




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## Electronic Surveillance

- National Electronic Disease Surveillance System (NEDSS)
  - A set of criteria developed by CDC that all public health surveillance systems must meet
  - Virginia adopted CDC’s NEDSS Base System
  - Supported by EP&R funds

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## NEDSS

- Shared secure web-based disease surveillance database for Virginia
  - Eliminates delays in reporting
  - Improves communication about cases
  - Assists in earlier detection of events
  - Provides more data in electronic form for analysis
- All Virginia health departments connected by the end of 2006
- Includes electronic reporting from laboratories

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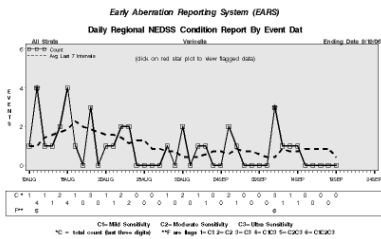
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## EARS

- Early Aberration Reporting System
- Daily automated analysis of surveillance data




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### **Data Source: Sentinel Systems**

- To gather timely public health information in a relatively inexpensive manner.
- Cannot derive precise estimates of prevalence or incidence in the population.
- Sentinel Health Events
- Sentinel Sites
- Sentinel Providers

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### **Sentinel Health Events**

- A condition whose occurrence serves as a warning signal.
- Particularly useful for occupational exposures.
- Silicosis, occupational asthma, pesticide poisoning, lead poisoning, carpal tunnel syndrome.
- Cases trigger intervention activities.

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### **Sentinel Sites or Providers**

- Surveillance at certain hospitals, clinics, or physician practices.
- Sentinel Sites - monitor conditions in subgroups that may be more vulnerable
  - E.g., drug clinic, STD clinic, MCH clinic
- Sentinel Providers - monitor activity in ambulatory care settings.
  - For diseases that are not reportable
  - For influenza

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## **Automating Syndromic Surveillance**

- Began as manual activity just after 9/11/01
- Automated in 2004 with ESSENCE
  - Electronic Surveillance System for the Early Notification of Community-Based Epidemics (Johns Hopkins University, Applied Physics Laboratory)
- Access limited to approved VDH staff
- Collaborate with District of Columbia and Maryland to monitor national capital region

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## **ESSENCE**

- Hospital emergency departments and urgent care centers electronically transmit chief complaints to secure VDH server every day
- System also includes:
  - Over the counter drug sales
  - Military claims
  - HMO claims
  - School attendance (being added)

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## **Syndromes**

- Complaints tallied into syndrome categories
  - Death
  - Sepsis (serious infection)
  - Rash
  - Respiratory (e.g., cough)
  - Gastrointestinal (e.g., diarrhea)
  - Unspecified Infection (fever)
  - Neurological (e.g., dizziness)
  - Other

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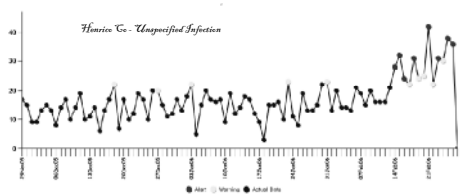
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## ESSENCE

- Automated analyses identify unusual patterns and increases are investigated



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## Exposure Detection

- U.S. Postal Services' BioHazard Detection System
  - Tests for anthrax in mail sorting area every hour
  - Selected Post Offices in Virginia
  - Response is collaborative
- Homeland Security/DOD BioWatch System
  - DC area, including northern Virginia
  - Central Virginia around Richmond
  - Eastern Virginia around military bases
  - Monitors for biologic agents atop buildings

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## Data Source: Surveys

- If done continually or periodically, can monitor risk factors and changes in prevalence over time
- Can also assess knowledge, attitudes
- People usually queried only once and not monitored on an individual basis after that
- From questionnaires, interviews (in person or telephone), or record review

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**National Surveys –**  
**[www.cdc.gov/nchs](http://www.cdc.gov/nchs)**

- National Health Interview Survey
  - Random selection of households
  - In home interview gathering information on all in the household
  - Self-reported illnesses, chronic conditions, injuries, impairments, use of health services
  - Civilian, non-institutionalized population

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**National Surveys, continued**

- National Health and Nutrition Examination Survey (NHANES)
  - Prevalence of chronic conditions, distribution of physiologic and anthropomorphic measures, and nutritional status for representative samples of the U.S. population
- National Health Care Survey, includes
  - National Hospital Discharge Survey
  - National Ambulatory Medical Care Survey

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**BRFSS**

- Behavioral Risk Factor Surveillance System
  - Random digit telephone surveys on non-institutionalized adults' health behavior and use of prevention services
  - Height, weight, physical activity, smoking, alcohol use, seatbelt use, cholesterol screening, mammography, etc.
  - Done in most states
  - CDC program

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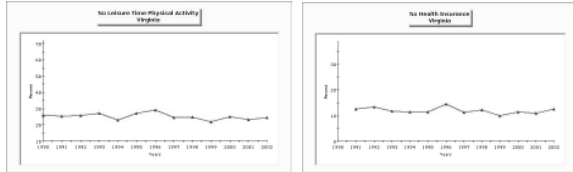
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## BRFSS Charts



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## Other Survey Examples

- Exit interviews at health facilities
- Special studies
  - Risk-behavior
- Cluster surveys
  - Rapid surveillance after emergencies

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## Data Source Administrative Data

- Routinely collected for other reasons.
- E.g., hospital discharge data collected for billing purposes, Medicaid and Medicare data, emergency department data, data collected in managed care organizations.
- Virginia Health Information (VHI) – our hospital discharge database

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## Interpretation of Surveillance Data

- Limitations
  - Under-reporting
  - Biased reporting
  - Inconsistent case definitions
- Consider context
  - Seasonality
  - Recent policy changes

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## Interpretative Uses of Surveillance Data

- Identifying epidemics
- Identifying new syndromes or risk groups
- Monitoring trends
- Evaluating public policy
- Projecting future needs

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## Data Dissemination

- What should be said? To whom? Through what communication medium? How should the message be stated? What effect did the message create?
- Determine answers based on the purpose of the system.
- SOCO - single overriding communication objective. [What is new? Who is affected? What works best?]

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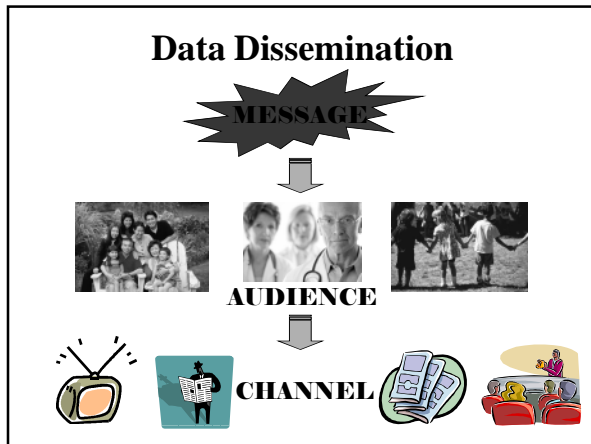
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- ### Evaluating Surveillance Systems
- System objectives and usefulness
    - Actions taken as a result of the data.
    - Does the system do what it's supposed to do?
  - Operation of the system
    - who is reporting? to whom? what information is collected? how is information stored? who analyzes the data? what are the findings? how often are reports disseminated? to whom? etc.
  - Cost

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- ### Evaluation - System Attributes
- Simplicity
    - Should be as simple as possible and as easy to operate as possible.
  - Flexibility
    - Should be able to adapt to changing needs.
  - Acceptability
    - Willingness of individuals or organizations to participate in the surveillance system. (Judge based on completeness, timeliness, reporting)

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## Evaluation - System Attributes

- Sensitivity
  - Proportion of cases detected by the system.
  - Completeness of reporting. Detect epidemics?
  - Increased awareness, new diagnostic test, change in surveillance method may impact.
- Predictive Value Positive
  - Proportion of persons identified as having the disease who actually have it.

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## Sensitivity/Specificity and Predictive Value +/-

		Condition Present		
		Yes	No	
Detected by Surveill	Yes	True positive (A)	False positive (B)	A+B
	No	False negative (C)	True negative (D)	C+D
		A+C	B+D	
Sensit.=		A/A+C		PVP= A/A+B
Specif.=		D/B+D		PVN= D/C+D

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## Evaluation - System Attributes

- Representativeness
  - Do the characteristics of reported events compare favorably with those in the population?
  - Is there case ascertainment bias?
  - Bias in descriptive information about a reported case?
- Timeliness
  - Any delay between the steps? (onset, diagnosis, report to public health, disease control actions)

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**Ethical and Legal Issues  
Relating to Surveillance**

- Professional obligations
- Protecting confidentiality and privacy
- Informed consent
  - Mandated activity vs. Research
- Maintaining public trust
- Right of Access

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**“Good surveillance does not  
necessarily ensure the making  
of right decisions, but it  
reduces the chances of wrong  
ones.”**

**Alexander D. Langmuir  
NEJM 1963; 268:182-191**

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